

CITY OF MUSKEGON
PLANNING COMMISSION
SPECIAL MEETING

DATE OF MEETING: Thursday, October 4, 2018
TIME OF MEETING: 4:00 p.m.
PLACE OF MEETING: Commission Chambers, First Floor, Muskegon City Hall

AGENDA

- I. Roll Call
- II. Public Hearings
- III. New Business
- IV. Old Business

A. Case 2018-26: Staff-initiated request to rezone 372, 380, 388, 394, 398, 406, and 414 Houston Ave; 1246, 1252 and 1258 5th St; and 1148 6th St from R-3, High Density Single Family Residential to Form Based Code, Urban Residential.

- V. Other
- VI. Adjourn

AMERICAN DISABILITY ACT POLICY FOR ACCESS TO OPEN MEETING OF THE
CITY COMMISSION AND ANY OF ITS COMMITTEES OR SUBCOMMITTEES

The City of Muskegon will provide necessary reasonable auxiliary aids and services, such as signers for the hearing impaired and audio tapes of printed materials being considered at the meeting, to individuals with disabilities who want to attend the meeting, upon twenty-four hour notice to the City of Muskegon. Individuals with disabilities requiring auxiliary aids or services should contact the City of Muskegon by

writing or calling the following:
Ann Meisch, City Clerk
933 Terrace Street

STAFF REPORT

October 4, 2018

Case 2018-26: Staff-initiated request to rezone 372, 380, 388, 394, 398, 406, and 414 Houston Ave; 1246, 1252 and 1258 5th St; and 1148 6th St from R-3, High Density Single Family Residential to Form Based Code, Urban Residential.

SUMMARY

1. Staff is proposing the following rezonings from dense single-family residential to Form Based Code, Urban Residential. This would allow for more building types; including rowhouses, duplexes and small multi-plexes (3-6) units.
2. Community EnCompass would like to build a new four-unit home on the vacant lot at 380 Houston Ave. This lot previously held a four-unit home before it was destroyed in a fire. Half of this block is already zoned FBC, UR and hosts several large homes. This block could adequately support larger homes with the large alley and lots that could support multiple cars parking in the rear.
3. Community EnCompass also has developed plans to build attached homes on the three lots at 1246-1258 5th St, which are owned by the City and County.
4. Please see the enclosed sections of the Form Based Code, including the Urban Residential Context Area and the associated housing types that are allowed.
5. Please see the enclosed letter of support (for the 1246,1252 and 1258 5th St properties) from the Nelson Neighborhood Improvement Association.
6. This request was tabled at the August 16 Planning Commission meeting. Staff delivered a presentation at the September 19 Nelson Neighborhood Improvement Association meeting. Many in attendance were not supportive of additional attached units in the neighborhood.

NELSON NEIGHBORHOOD HOUSING STATS

Below is an overview of the housing types in Nelson Neighborhood, according to the 2015 Target Marker Analysis. These are measured by units, not individual buildings. Example: 350 duplex units would indicate there are 150 duplex structures.

Rent/Own

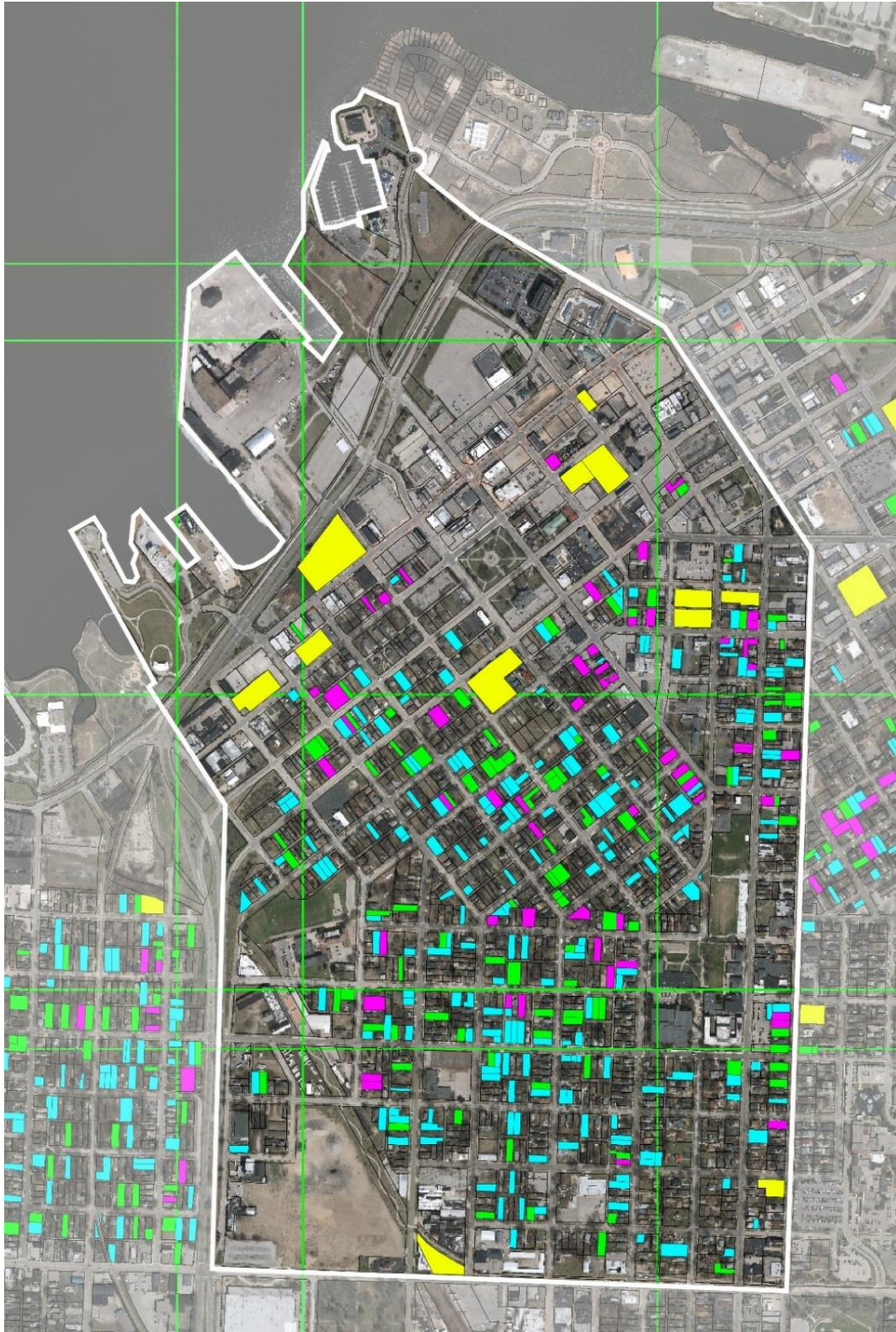
- Renter Occupied: 2,058 (53%)
- Owner Occupied: 1,792 (46.5%)

Housing Units by Total Units in the Structure

- Single Family, detached: 947 (46.7%)
- Duplex: 350 (17.3%)
- 3-4 Units: 204 (10%)
- 5-9 Units: 67 (3.3%)
- 10-19 Units: 18 (0.9%)
- 20-49 Units: 74 (3.6%)
- 50 or more: 314 (15.5%)

HOUSING STATS MAP

Green = Single-Family Rental Blue = Duplex Purple = Small Multi-Plex Yellow= Large Multi-Plex



This map was prepared in 2017 with statistics gathered by staff from analyzing assessment records in BS&A

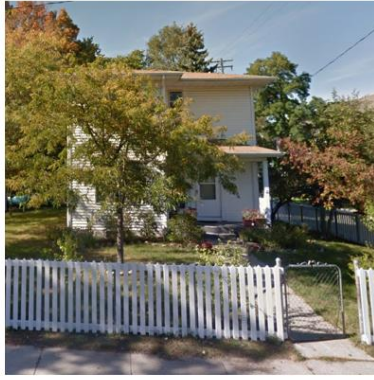
1246, 1252, 1258 5th St



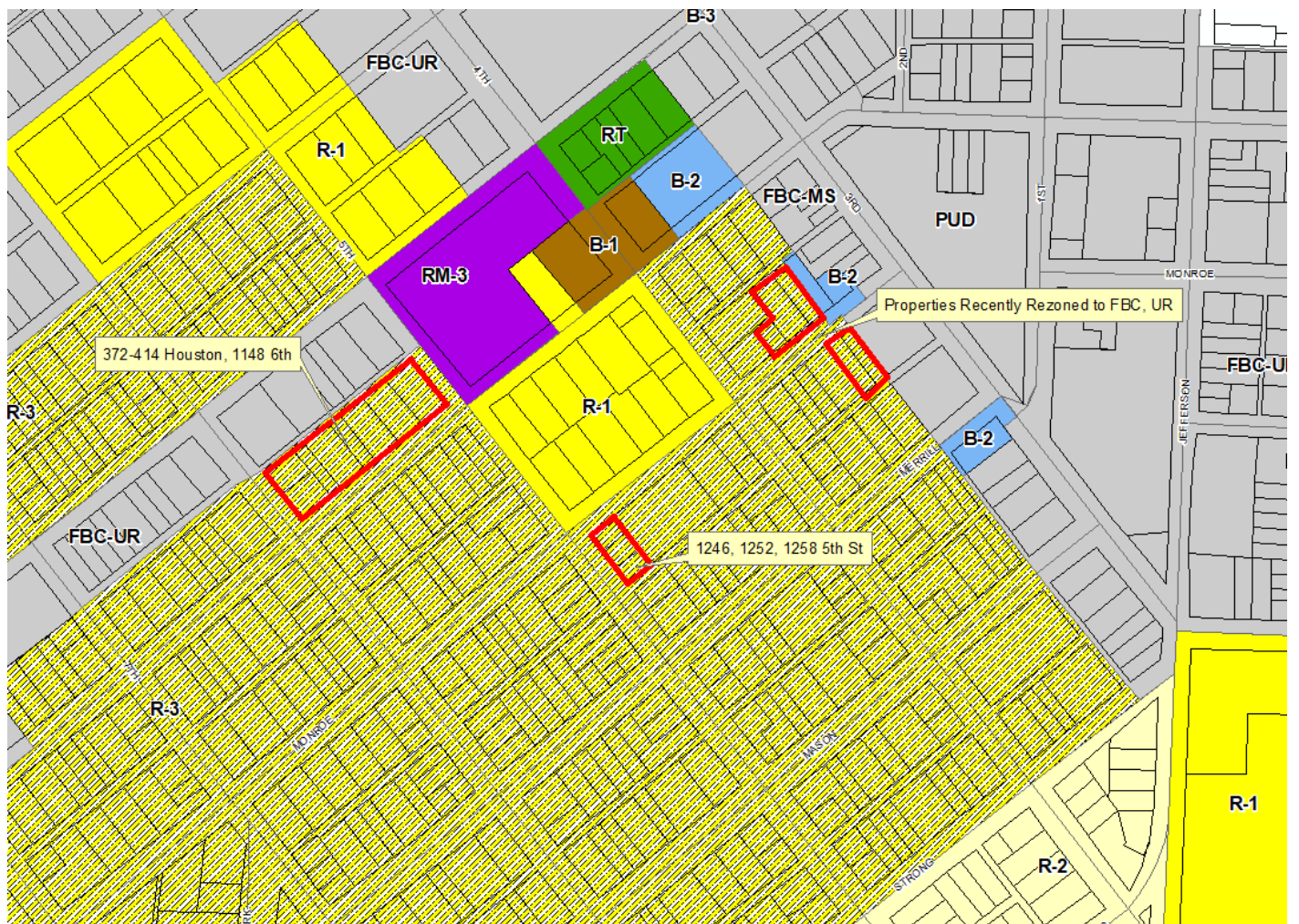
380 Houston Ave (Community EnCompass Property)



Existing Homes in the same block as 380 Houston Ave



Zoning Map



Aerial Map (Please note the map is outdated. All parcels at 1246, 1252 and 1258 5th St are now vacant)



Size Standards by Housing Type

SMALL MULTI-PLEX BUILDING TYPE	with STOOP	By Right	3 story max. / 2 story min.	Lot Width: 50' min. / 80' max. Lot Depth: 100' min.
	with PROJECTING PORCH	By Right	3 story max. / 2 story min.	Lot Width: 50' min. / 80' max. Lot Depth: 100' min.
	with ENGAGED PORCH	By Right	3 story max. / 2 story min.	Lot Width: 50' min. / 80' max. Lot Depth: 100' min.
ROWHOUSE BUILDING TYPE	with LIGHTWELL			
	with STOOP	By Right	2 story building required	Lot Width: 18' min. / 30' max. Lot Depth: 100' min.
	with PROJECTING PORCH	By Right	2 story building required	Lot Width: 18' min. / 30' max. Lot Depth: 100' min.
DUPLEX BUILDING TYPE	with STOOP	By Right	2 story building required	Lot Width: 40' min. / 60' max. Lot Depth: 100' min.
	with PROJECTING PORCH	By Right	2 story building required	Lot Width: 40' min. / 60' max. Lot Depth: 100' min.
	with ENGAGED PORCH	By Right	2 story building required	Lot Width: 40' min. / 60' max. Lot Depth: 100' min.
DETACHED HOUSE BUILDING TYPE	with STOOP	By Right	2 story max. / 1 story min.	Lot Width: 30' min. / 60' max. Lot Depth: 100' min.
	with PROJECTING PORCH	By Right	2 story max. / 1 story min.	Lot Width: 30' min. / 60' max. Lot Depth: 100' min.
	with ENGAGED PORCH	By Right	2 story max. / 1 story min.	Lot Width: 30' min. / 60' max. Lot Depth: 100' min.

Community EnCompass Proposals

Below are renderings for the two Community EnCompass projects. Please keep in mind that this is not a site plan review and other housing types could be placed on these lots in the event the rezonings are approved.

The Phoenix



FRONT ELEVATION - PRELIMINARY

② East
1/8" = 1'-0"



① West
1/8" = 1'-0"

05-16-2018

STAFF RECOMMENDATION

Staff recommends approval of the request because it follows the recommendations of all of the recent planning efforts, including the Master Plan, Imagine Muskegon and the Downtown and Lakeshore Redevelopment Plan, as noted below. Also, the housing types allowed in the Form Based Code match what is recommended in the Target Market Analysis. Explanations of how this request relates to these plans/studies are in red.

1997 Master Land Use Plan

- Zoning regulations associated with the conversion of single-family homes to multiple-family use should contain standards ensuring that converted dwellings have sufficient on-site parking, suitable locations for trash receptacles which are customarily stored out of doors, sufficient yard/play areas, and exterior façade controls.

Form Based Code requires duplexes and small multiplexes to be built to certain standards, so the chance of converting an existing single-family home to multi-family is extremely low. Form Based Code will also require all homes to be built on appropriate sized lots (see the “Size Standards by Housing Type” chart). Form Based Code also has more stringent design standards, which match the design types of existing homes in the neighborhood. The code also encourages alley usage for cars and trash receptacles.

- Promote ongoing housing in-fill programs. As part of the in-fill effort, work with area builders to determine possible joint public/private partnerships for the construction of affordable housing.

Form Based Code allows for a wide selection of unit sizes and price points. It will also ensure that infill development is built to the scale of the existing neighborhood.

2003 Imagine Muskegon Plan

- Downtown should be designed to accommodate various age groups, socio-economic backgrounds, and cultural and racial heritage.

The 2015 Target Market Analysis states that a majority of these types of target markets are looking to locate in attached units, which could be achieved through Form Based Code. Single-family housing, which limits housing options, is the only legal conforming use in R-1, R-2 and R-3 districts, which is the majority of Nelson neighborhood.

- A mix of housing opportunities that provide choices to a wide range of people, including high-quality, affordable apartments, condominiums, cottages, and single-family homes.

Single-family zoning dominates the Nelson Neighborhood. Large apartment buildings are starting to become popular downtown. However, we have a lack of “missing middle” housing, which can be achieved through Form Based Code.

2008 Downtown and Lakeshore Redevelopment Plan

- Context sensitive architecture will reflect the character of existing buildings.
- Amend the zoning ordinance to provide standards regulating architecture, site utilization, landscaping, window coverage, pedestrian amenities, and building form, so new buildings integrate well with existing structures.

Form Based Code requires stringent design guidelines that were created to fit in with the existing scale and architecture of the neighborhood.

2015 Target Market Analysis

- By a conservative estimate, Nelson neighborhood could support 110 attached units per year over the next 5 years. Compared to only 8 to 10 single family homes.
- Almost 70% of the target markets identified are seeking attached units.

We see that there is a demand for attached units, which could be met through Form Based Code. There are currently only 23 vacant lots in the Nelson neighborhood that would allow for “missing middle” housing types. See map below.



During the workshops for the creation of the Form Based Code, attendees were asked to prioritize the following goals. The top two selected relate to the current rezoning request.

1. Facilitating higher density development/adding new residents to the downtown
2. Fostering economic development/building the tax base for the city.
3. Balancing transportation modes/enhancing choices (i.e. walk, bike, transit, vehicle)
4. Providing access to businesses, community attractions, and schools
5. Supporting transit ridership through available parking (park n' ride)
6. Providing ample and affordable parking

DELIBERATION

I move that the request to rezone 372, 380, 388, 394, 398, 406, and 414 Houston Ave; 1246, 1252 and 1258 5th St; and 1148 6th St from R-3, High Density Single Family Residential to Form Based Code, Urban Residential be recommended to the City Commission for (approval/denial).